

**Report to
Rapport au:**

Built Heritage Sub-Committee / Sous-comité du patrimoine bâti
November 9, 2015 / 9 novembre 2015

and / et

Planning Committee / Comité de l'urbanisme
November 24, 2015 / 24 novembre 2015

and Council / et au Conseil
December 9, 2015 / 9 décembre 2015

Submitted on October 31, 2015
Soumis le 31 octobre 2015

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Ward: STITTSVILLE (6)

File Number: ACS2015-PAI-PGM-0186

SUBJECT: Application to Demolish the Bradley/Craig Barn, 590 Hazeldean Road, a property designated under Part IV of *the Ontario Heritage Act*

OBJET: Demande de démolition de la grange Bradley/Craig, propriété située au 590, chemin Hazeldean, et désignée aux termes de la partie IV de la Loi sur le patrimoine de l'Ontario

REPORT RECOMMENDATION

That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council refuse the application to demolish the Bradley/Craig Barn, 590 Hazeldean Road.

(Note: The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on January 12, 2016.)

(Note: Approval to alter this property under the *Ontario Heritage Act* must not be construed to meet the requirements for the issuance of a building permit.)

RECOMMANDATION DU RAPPORT

Que le Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour au Conseil de refuser la demande de démolition de la grange Bradley/Craig, située au 590, chemin Hazeldean.

(Nota : Le délai réglementaire de 90 jours d'examen de cette demande, exigé en vertu de la Loi sur le patrimoine de l'Ontario, prendra fin le 12 janvier 2016.)

Nota : L'approbation de la demande de modification aux termes de la Loi sur le patrimoine de l'Ontario ne signifie pas pour autant qu'elle satisfait aux conditions de délivrance d'un permis de construire.)

BACKGROUND

The Bradley/Craig barn is part of the Bradley/Craig farmstead, a property consisting of the large dairy barn, a Gothic Revival style brick farmhouse and the associated farm yard. The property is located at 590 Hazeldean Road between Terry Fox Drive and Iber Road (see Documents 1 and 2). The farmstead was designated under Part IV of the *Ontario Heritage Act* by City Council in 2010 for its cultural heritage value and no appeals were received (see Document 3) .

This section of Hazeldean Road was included in the Fernbank Community Design Plan (CDP) which was approved by Council in 2009. In the CDP, the lands fronting onto Hazeldean Road are designated as Mixed Use and the Bradley Craig Barn is identified for retention or relocation within the community. The property was subsequently designated under Part IV of the *Ontario Heritage Act* in 2010. In 2014, a Zoning By-law amendment was approved to permit a Plan of Subdivision that fulfilled the mixed use designation of the CDP. An application for Plan of Subdivision was also submitted and is currently being processed. Site Plan Control approval will also be required.

This report has been prepared because all applications to demolish designated heritage buildings require the approval of City Council.

DISCUSSION

The property owner has submitted an application to demolish the Bradley/Craig Barn and reconstruct it approximately 20 kilometres away at Saunders Farm, near Munster. The proposal involves recording and dismantling the barn and reconstructing it on the new site at Saunders Farm. The farmhouse would be retained in situ.

The Bradley/Craig Barn is an excellent and rare example of a 19th century dairy barn. Its large size, heavy timber framing with mortise and tenon joinery, and monitor roofline with clerestory windows are characteristic of dairy barns constructed during this period. The barn was constructed by well known local barn builder John Cummings with the help of the community.

The barn is associated with the Bradley Craig farmhouse, a Gothic Revival style brick farmhouse constructed by the Bradley family in the 1870s. Together with the farm yard, they are an excellent example of a late 19th century farm complex. The farmstead is associated with the theme of agriculture which was the dominant economic activity in Ontario in the late 19th century.

Standards and Guidelines for the Conservation of Historic Places in Canada.

City Council adopted the “Standards and Guidelines for the Conservation of Historic Places in Canada” in 2008 to be used in evaluating all applications under the *Ontario Heritage Act*. The following standard is applicable to this application:

Standard 1: Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character defining elements. Do not move a part of an historic place if its current location is a character-defining element.

The proposal to demolish the barn does not meet this standard. The Bradley/Craig Farmstead was designated by City Council for its contextual and associative value as a farm complex and included the farmhouse, the barn and the associated farm yard. The physical relationship of the house and the barn is important in expressing the contextual value of the site. The farm complex is an important visual reminder of the historic character of Goulbourn Township and its agricultural history, particularly as suburban development occurs.

Official Plan

Section 4.6 of the City of Ottawa Official Plan has policies related to the demolition and relocation of heritage buildings. Although this application is for demolition, the building is proposed to be reconstructed elsewhere so the relocation policy is also applicable.

When a building is proposed to be demolished, the following policy applies:

Where an owner of a designated heritage property applies for approval to demolish the property, the City will require a cultural heritage impact statement that, in addition to the regular requirements, will demonstrate that the rehabilitation and reuse of the property is not viable. The City may consider acquisition of the property where it determines that it is in the public interest to do so, and the property is considered to be of sufficient cultural heritage value to the community. [Amendment #76, August 04, 2010]

A Cultural Heritage Impact Statement (CHIS) was submitted as part of the application (see Document 4). It states that the proposed demolition is necessary because retention of the barn is not feasible as the site is proposed for redevelopment as large format retail. The application does not demonstrate that demolition and relocation is the only viable option for this building. At the time of designation, heritage staff conducted research on the adaptive reuse of large dairy barns to show that this was a realistic alternative and provided this research to the applicant to assist in the reuse of this barn. There is no evidence that the applicant has seriously explored other options.

The policy below is related to relocation of a building as a whole (not dismantled and reconstructed), however, it should also be considered in the context of this application as the building is proposed to be moved:

Where relocation of a structure designated under the *Ontario Heritage Act* is proposed, the City will require that the cultural heritage impact statement demonstrate that relocation is the only way to conserve the resource. The City

may consider the option provided that: [Amendment #76, August 04, 2010]
[Amendment #96, February 22, 2012]

- a. The building is retained on site, but moved to another part of the property for integration into the new development, or, if that is not possible;
- b. The building is relocated to a site appropriate to its cultural heritage value outside the proposed development or property.

The barn is proposed to be dismantled and moved to Saunders Farm, a local farm tourist attraction and special event venue that includes hedge mazes, a pumpkin patch and a popular Halloween event. The CHIS notes that the proposed relocation of the barn to Saunders Farm will be more appropriate than leaving it in its current location. The Department disagrees with this assessment because Council has designated the barn in part for its contextual value which is expressed through its location and association with the farmhouse. Moving the barn to a farm-inspired tourist attraction will neither improve its heritage value, nor allow its history within the context of Goulbourn Township to be fully understood.

Provincial Policy Statement

Section 2.6.1 of the Provincial Policy Statement states,

“Significant built heritage resources and significant cultural heritage landscapes shall be conserved.”

City Council designated the Bradley/Craig Farmstead as a significant built heritage resource in 2010. Removing the barn, a critical element of the farm complex will greatly diminish its cultural heritage value. For this reason, staff have determined that this proposal is not consistent with the Provincial Policy Statement, 2014.

Cultural Heritage Impact Statement

The CHIS prepared by Commonwealth Historic Resource Management for this project is attached as Document 4 to this report. The conclusion of the CHIS states:

The relocation strategy is often associated with a loss of context, but in this particular case, it may be seen as a more viable solution than rehabilitation on its present site in that it retains the artifact in a context. At Saunders Farm, the barn can be recognized as a significant part of Ottawa Valley history. Saunders Farm is in Goulbourn Township and is located in close proximity to the original site of the Bradley/Craig barn. The structure's architectural integrity will be preserved,

there would be public access, and a more appropriate setting compared to the commercial development of 590 Hazeldean Road. (p. 44)

The Department disagrees with the conclusions of the CHIS. Ontario Regulation 09/06 under the OHA states the following regarding contextual value:

The property has contextual value because it:

- i. is important in defining, maintaining or supporting the character of an area;
- ii. is physically, functionally, visually or historically linked to its surroundings or
- iii. is a landmark. O. Reg. 9/06, s. 1 (2).

The Bradley/Craig farmstead was designated by City Council for its value as a farm complex that is historically linked to its surroundings, is a landmark and is important in reflecting the historic character of this section of Hazeldean Road. The CHIS argues that the current location for the barn is no longer appropriate because the surrounding context has changed, however, as a remnant of a previous era, the Department believes that the farmstead complex makes an important contribution to Hazeldean Road and serves as a reminder of the historic character of Goulbourn Township.

Conclusion

The proposed demolition and relocation of the Bradley/Craig Barn will have a serious negative impact on the character of the Bradley/Craig farmstead and does not meet the Standards and Guidelines, is neither consistent with the Provincial Policy Statement nor the Official Plan. For these reasons, the Department does not support the proposed demolition.

RURAL IMPLICATIONS

As Ottawa grows, it is important to preserve physical reminders of the history of the city through heritage designation. While this area is now suburban in nature, the Bradley/Craig farmstead is important in expressing the agricultural history of Goulbourn Township in the 19th century and the demolition of the barn will have a negative impact on the cultural heritage value of the complex.

CONSULTATION

Heritage Ottawa was notified of the application and provided the following comments:

Heritage Ottawa is adamantly opposed to the granting of the application for demolition of the historic Bradley/Craig Barn at 590 Hazeldean Road. The question of the value of this barn was addressed specifically and separately from designation of the farmhouse when these structures were designated under Part IV of the *Ontario Heritage Act* in 2010. Not only is it an outstanding example of its kind, but it is intimately tied to the historic development of the area in which it stands. Its context is just as important as its architecture and the technological advance it represented. To move its pieces to a heritage zoo is inappropriate. The designation of these two structures was an integral part of granting the zoning for redevelopment of the surrounding land in 2010. A requirement to preserve some of the heritage and history of the area that is undergoing such substantial new development was far from unreasonable. There is no justification for granting this application now any more than there was for not protecting the barn in 2010."

Heritage Ottawa also reiterates its strong support for the original recommendation by Ottawa Built Heritage Advisory Committee in 2010, which we have copied below:

February, 2010

"The Ottawa Built Heritage Advisory Committee strongly supports the City Staff recommendation that the Bradley/Craig Farmstead buildings be designated under Part IV of the *Ontario Heritage Act*, and that this designation include both the farmhouse and the barn.

The Staff report is very well researched and detailed, and it and the Statement of Cultural Heritage Value clearly lay out the very strong case that these two farmstead buildings must be designated. Ottawa Built Heritage Advisory Committee wishes only to briefly highlight several key points.

The history of the Bradley/Craig Farmstead is well documented, and its importance lies in its status as a rare well-preserved example of the second wave of buildings on a working farmstead in continuous use since the earliest days of settlement. Therefore, it is of clear importance as a reminder of the historical

development of this area and its role as an important agricultural region. Its connection with a well-known family of early settlers further enhances its heritage value.

The farmhouse is an excellent example of a Gothic Revival style farmhouse built by prosperous farm owners in the latter half of the 19th century. It is extremely well preserved. Since its designation is not controversial, Ottawa Built Heritage Advisory Committee will simply support the Staff recommendation. Its retention and adaptive re-use will add interest and variety to the planned commercial development along this main arterial road.

The barn is a very rare example of a working dairy barn from the 1870s that is still in an excellent state of preservation and with the original construction intact. There are few intact barns from this era that remain. In addition, the unusual features of this barn that reflect its construction as a dedicated dairy barn make it especially worthy of heritage designation and preservation. As detailed in the staff report, this structure definitely meets and exceeds the tests for designation under the *Ontario Heritage Act*, and approval of its designation by Committee and Council is clearly warranted.

At the Ottawa Built Heritage Advisory Committee hearing, objections were raised on behalf of the current owner to the designation of the barn. The objections raised did not, however, question the Statement of Cultural Heritage Value, nor the factual accuracy of the Staff report or its conclusions. Rather the objections were two-fold. The first was an economic argument, while the second relied on the relative importance of intensification versus heritage.

For the economic argument, a case for hardship is made, since the barn sits on land that otherwise would be redeveloped for commercial purposes in a high-density zone. While preserving the barn would be less profitable than removing it, it is Ottawa Built Heritage Advisory Committee's position that the cost is small relative to the overall benefit. The house and the barn are on a very small portion of the total land, and retaining the barn will clearly affect only a very small part of the redevelopment planned for this large parcel. The zoning on this land has been changed from agricultural to a Mixed Use zone, which is one of the most dense and permissive zones. Therefore, a very large private benefit has already accrued from this change by the municipality. In return, preservation of the significant heritage resources on the site is not disproportionate.

Second, the provincial and municipal requirement for intensification is raised. First, Ottawa Built Heritage Advisory Committee would remind Councillors that the Provincial Policy Statement does not qualify its requirement for preservation of heritage. The Statement requires that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.” This is not made dependent on how much development is planned for the site. Regardless, we would once again point out the size of the portion of this parcel proposed for designation relative to the total size of the parcel to be developed, as well as the fact that commercial development is proposed for nearby parcels as well. Therefore, even if accommodating intensification were a factor in heritage designation, it would not be a factor in this case, since very substantial intensification will be accommodated in this area and on this property. As has been amply demonstrated elsewhere, adaptive re-use is possible within a commercial context, and is likely to inspire a better-designed commercial development.

Therefore, Ottawa Built Heritage Advisory Committee strongly supports the Staff recommendation for designation of both the house and the barn on the Bradley/Craig Farmstead to fulfill our municipality’s obligation under the *Ontario Heritage Act*."

COMMENTS BY THE WARD COUNCILLOR

Councillor Qadri provided the following comments:

"As the Councillor for the area I support the application to relocate the Bradley/Craig Barn to Saunders Farm.

I can appreciate the City’s position to not want to move a heritage building from the original location, however the precedent has already been set with the moving of the March house.

Ideally I would like to see the barn stay in the current location, however I believe that moving the barn will provide the best preservation for the structure. As it stands today the barn appears to be falling apart and under the current City by-laws regarding heritage buildings it does not require any improvements to the building to assist with the condition of the structure. I feel at Saunders Farms the barn will be well maintained and I hope would permit the public to enter the barn which would allow for the sharing its history for many generations to come.

This barn in conjunction with the house does have heritage importance which is specific to the site, however the current condition of the barn provides little heritage value to the site. Instead of leaving the barn in the current location and hope that it does not come to further disrepair; I feel a better solution to retain the heritage of the building would be to have a plaque installed at the house to note the heritage importance of the barn and advise individuals they may visit the barn at Saunders Farm.”

LEGAL IMPLICATIONS

There are no legal impediments to adopting the recommendation outlined in this report. In the event that Council refuses the application for demolition, and the decision is appealed to the Conservation Review Board, it is anticipated that a two day hearing would be required. This could be handled using internal resources.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

Governance, Planning and Decision Making.

HC4 – Support Arts, Culture and Heritage.

APPLICATION PROCESS TIMELINE STATUS

The application was processed within the 90 day statutory requirement under the *Ontario Heritage Act*.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Photos

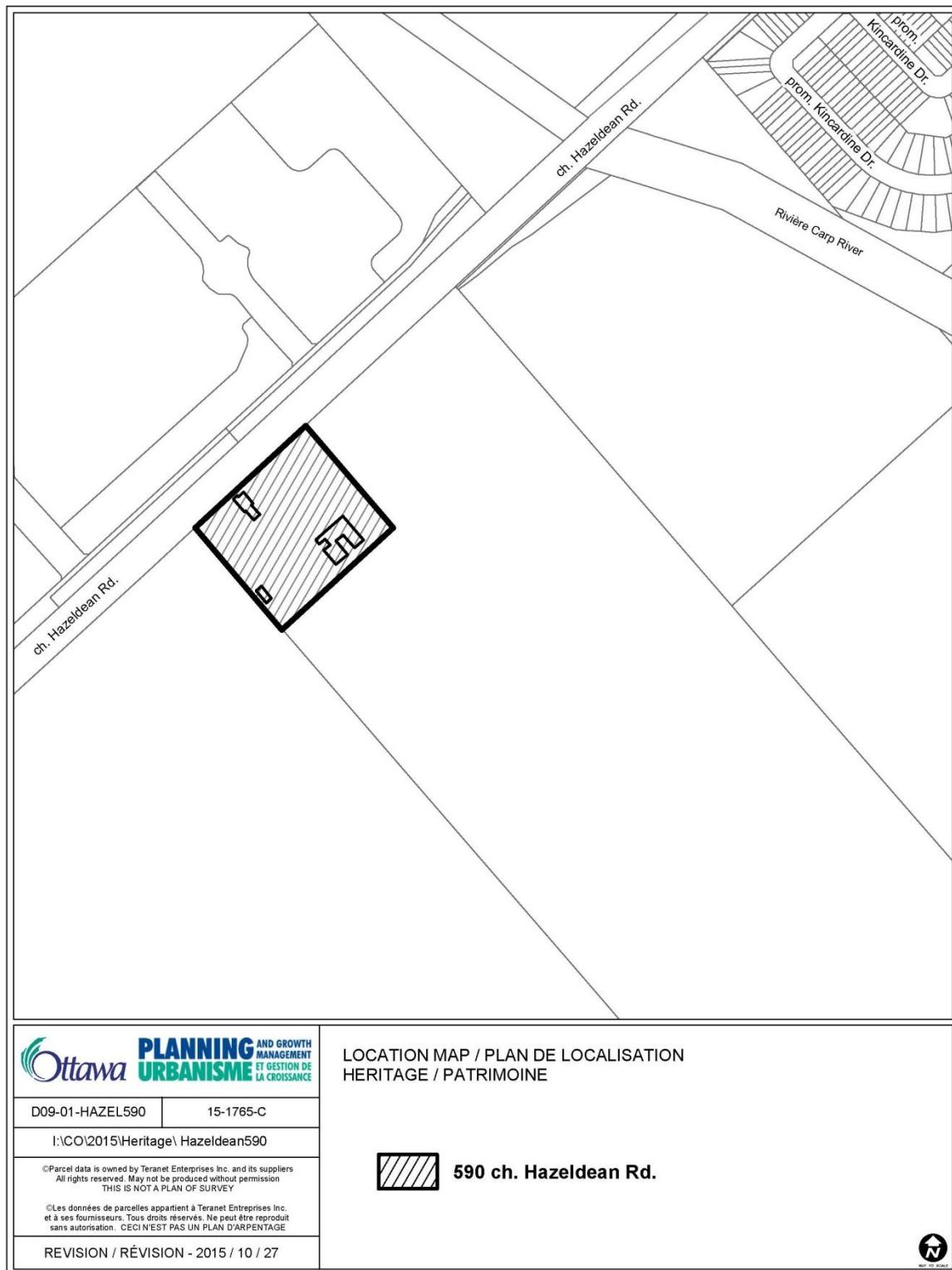
Document 3 Statement of Cultural Heritage Value

Document 4 Cultural Heritage Impact Statement

DISPOSITION

City Clerk and Solicitor Department, Legislative Services, to notify the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision.

Document 1 – Location Map



Document 2 – Photos







Document 3 – Statement of Cultural Heritage Value**By-law 2010-247****Bradley/Craig Farmstead, 590 Hazeldean Road**

The Bradley/Craig Farmstead, a complex including a two-and-a-half storey Gothic Revival style farmhouse and a large dairy barn, is located on the south side of Hazeldean Road.

The Bradley/Craig Farmstead's cultural heritage value lies in its being an excellent example of a farmhouse and barn constructed in the latter part of the 19th century when agriculture was the dominant economic activity of the province. It illustrates the second phase of agricultural history of the former township of Goulbourn when farmers became more prosperous and constructed elaborate high style houses and technically advanced barns to replace earlier log structures.

Built on land originally settled by Joshua Bradley in 1821, the Gothic Revival farmhouse was constructed by his grandson in the 1870s. The barn, built in 1873, illustrates improvements in farming techniques and the parallel evolution of farm buildings in the late 19th century; as the scale of farms increased, larger timber framed barns were built which incorporated labour saving innovations such as ramps for unloading hay, and rope and pulley systems for moving the hay into the mow. The barn was specifically designed for a dairy farm and its large size and monitor roofline meant that the hay required by a large dairy operation could be safely stored within it. The barn was constructed by a local builder, John Cummings, with the help of apprentices and neighbouring farmers. Cummings was a prominent craftsman in Goulbourn, having built a number of significant buildings and barns in the township.

Description of Heritage Attributes

Key attributes that express the heritage value of the farmhouse as a good example of the Gothic Revival include the:

- Steeply pitched gable roof
- Decorative bargeboard in the gable ends
- Front veranda with its decorative woodwork
- Red brick cladding and contrasting white brick quoins, voussoirs and stringcourses

- Front door with original sidelights and elliptical transom window of blue and purple glass;
- Metal grills on the exterior of the front door

Key attributes that express the heritage value of the large dairy barn include the:

- Monitor roofline
- Stone foundations
- Timber frame construction
- Purlin frame kneewall
- Solid wood timbers connected by mortise tenon joinery
- Wood cladding
- Diamond-shaped clerestory windows
- Raised, two-bay barn plan

The garage attached to the house, the later additions to the original barn, the recent house and the outbuildings are not included in the designation. The designation applies to the farmhouse and large barn and farm yard.